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ABSTRACT

Experience has indicated that state-level direction and leadership can help the community junior college realize its objectives. With this in mind, the author discusses the nature and requirements of such cooperation. For example, the chief functions of a state director could include promoting the junior college program, providing leadership for its planning and development, and coordinating state-wide junior college research. This would require placing greater emphasis on planning and coordination than on supervision and regulation. Establishment of the director's role could involve such items as definition of the nature and function of the position, subsequent delegation of necessary implementing authority, and insulation of the position from partisan political influence. The functions of Florida's state director in his role as Assistant Commissioner of Education and as Executive Officer of the State Junior College Board provide a current example. The monograph concludes with a nationwide comparison of directors' assigned responsibilities, and of average annual salaries, salary increases, and other benefits. A selected bibliography is included. (JO)

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THE STATE DIRECTOR

FOR

COMMUNITY JUNIOR COLLEGES

By

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LOS ANGELES

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CLEARINGHOUSE FOR
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FOREWORD

The development of community junior colleges in the various states has become an outstanding development in the educational history of the United States. The similar development of state level coordination and/or control of these institutions has also been an important phenomenon.

In 1957 a small group of people who held state level positions related to community junior colleges met with Dr. S. V. Martorana and Dr. D. Grant Morrison in the offices of the United States Office of Education in Washington, D.C. These individuals held positions with titles such as: State Director of Teacher Education; State Consultant for Junior Colleges; Executive Dean of Community Colleges; State Supervisor of Secondary Education; and similar designations.

During that meeting the Legislature of Florida passed the laws which placed Florida on the road to completing a Master Plan for community junior college development. As one of the first states to provide full time leadership at the state level, Florida's implementation of its Master Plan has attracted a great deal of attention and in some respects has become a predictor for future direction in other states. Certainly the creation of the positions of the full time state officer and his staff is recognizable as one of these predictors.

This report is designed as the first of a series of studies which will consider the development of state level leadership in the community junior colleges.

The series is a part of a research and service program partially financed under a grant from the W. K. Kellogg Foundation to the Southeastern Junior College Leadership Program (University of Florida and Florida State University). The particular survey used as a basis for this study originated with Dr. Richard Wilson, Director, New Institutions Project of the American Association of Junior Colleges. Mr. Jeffrey Stuckman and Mr. William Gager participated in the development of the report in their capacity as Kellogg Fellows at the University of Florida.

I am indebted to the contributions of these persons, but I will admit responsibility for this final draft. It is not a complete report but rather hints at much more research which will be needed in order to describe, evaluate, and improve the Office of the State Director of Community Junior Colleges.

May, 1969

James L. Wattenbarger

SECTION I

The Position, Functions and Responsibilities of the State Director for Community Junior Colleges

The position of the state officer who is responsible for community junior colleges is relatively new and still in the formative stage. Although twenty-three states now report a full time position, and twenty other states report a person who spends part of his time dealing with state level coordination and/or control of community junior colleges, more than half of these positions have been created since 1959. (The earliest was in 1928.)[1] One of the most prevalent reasons leading to the creation of such positions is the desire on the part of state legislatures and state officials to eliminate excessive duplication and to hold down costs in programs found in the complex and burgeoning junior college systems.

Formerly, the majority of the positions of state directors for community junior colleges were located within the State Board of Education or State Department of Education structure. However, more recent trends (especially during this decade) have resulted in a shift, placing the

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[1] Cf. Hall, C. Wayne. "The Status of the State Officer Responsible for Junior College Education." Junior College Journal, 38 (March, 1968), pp. 32-34.

position under a state higher education board or under a separate state junior college board. Regardless of the organizational location of the position, the state directors have had to assess their responsibilities and develop their roles without the benefit of either preparational experience or inservice programs to aid them. Several universities have developed programs for such individuals who will hold such positions (University of California at Berkeley, University of Florida, and University of Michigan are three examples).

The importance of this position may be pointed up by the fact that the appropriate development of this role will most likely determine to a considerable extent whether or not the ideals of the comprehensive junior college will be fully realized. Experience has already indicated this to be true.

In this study, Hall found mutual agreement among junior college chief administrators, a select group of junior college authorities, and state officers responsible for junior college education that the position does not carry authority commensurate with the mandated responsibilities. These three groups also reported that the chief functions which the state director should perform are:

1. Provide leadership as an articulate state spokesman in promoting the comprehensive junior college program.
2. Provide leadership in developing, defining and coordinating a state-wide junior college plan.
3. Clarify the functions and roles of the junior colleges; design criteria for the orderly establishment of new junior colleges.
4. Provide and coordinate state-wide junior college research;

encourage and coordinate research in the local junior colleges.

5. Advise, recommend, and consult with state officials and legislators concerning the improvement of junior college legislation and finance.
6. Prepare, present, and defend the state junior college budget.
7. Advise and consult with local junior college officials, particularly in the areas of legislation, finance, and budget.
8. Maintain junior college standards and administer state board policies and requirements.

With the current emphasis being placed on the role of leadership, on the function of state level spokesmen, and on the development of a state junior college master plan, the chief functions of the director should be to serve as the principal state coordinator of and as the key state spokesman for community junior college education. In carrying out these functions the state director's main responsibility should be to provide leadership in the designing and implementing of the junior college master plan. Pursuant to this plan, it would largely be the responsibility of the state director to bring together harmoniously the values of state-wide coordination and the vigor of local control and responsibility. He must of necessity be a planner and coordinator as differentiated from a supervisor or regulator.

Requisite to the optimum implementation of the state director's prescribed functions, each state board responsible for community junior college education should consider the following, among other elements, as being essential to the position's role:

1. The nature and function of the position should be defined.
2. Ample authority and responsibility should be provided for this position.

3. All junior college functions should be coordinated through this office.
4. The position should not be involved in partisan politics.
5. The state officer should have direct organizational access to, and commensurate authority and status with, the state board responsbile for junior college education.
6. Adequate support must be provided.
7. Specific preparation for these kinds of responsibilities either through preservice or inservice study should be emphasized.

SECTION II

An Example: Florida

The position of State Director of Community Junior Colleges was first established in Florida in July, 1957. The position was placed within the organization of the State Department of Education as a Director of a Division. In a reorganization of the Department in 1967 the title of Division Director was changed to Assistant (State) Superintendent, Community Junior Colleges. More recently (January 1969), as a result of a new State Constitution this title became Assistant Commissioner of Education, Community Junior Colleges.

In reality, however, the person holding this position has filled a dual role. The first state level position was that of Director and Secretary to the Community College Council. This Council was created by the 1955 Legislature to develop a long range plan for community junior college expansion in Florida. The plan was presented in April, 1957, and approved by the State Board of Education and the Legislature. Upon approval of the Master Plan the Community College Council went out of existence.

The new position created at that time in the State Department of Education was in great measure a continuation of the position of Director of the Community College Council.

During the next few years the involvement of the State Junior College Board required that this additional role was to be continued. The result

has been that the State Director in Florida now holds two titles: Assistant Commissioner of Education and Executive Officer of the State Junior College Board. In these two roles he carries out the functions of state level leadership. The specific description of his major responsibilities has been outlined in a policy statement of the State Junior College Board as follows:

1. Serve as a professional staff for the State Junior College Board.
2. Gather data, make studies, interpret data and develop recommendations concerning all matters which have to do with the development of community junior colleges in Florida.
3. Recommend to the State Junior College Board for recommendation to the State Board of Education new areas for the development of community junior colleges, in accordance with provisions of the long range plan adopted by the State Board of Education.
4. Develop and implement plans and standards of quality for the administration, operation, physical plant development, and accreditation of community junior colleges, in accordance with the regulations of the State Board of Education.
5. Administer disbursement of Minimum Foundation Program funds and Capital Outlay funds for junior colleges.
6. Collect, review, summarize, and publish statistics and other official reports from and about the community junior colleges.

Activities of the Division of Community Junior Colleges

1. Consult with members of the State Junior College Board and carry out the policies and instructions of the Board.
2. Serve as Chairman of the Junior College Presidents' Council, the Council of Academic Affairs, the Council of Financial

Affairs, and as the Executive Secretary of the Florida Junior College Conference.

3. Collect and publish such materials as contribute to the understanding, evaluation, and development of the community junior college program in Florida.
4. Serve as liaison with other divisions within the State Department of Education.
5. Work with the Board of Regents to assure coordination of the program of higher education in Florida.
6. Work with localities in Florida on problems connected with the establishment and operation of community junior colleges
7. Confer as consultants in the development and planning of curriculum and other matters relating to the sound operation of community junior colleges.
8. Conduct building surveys and approve sites for community junior colleges.
9. Serve as consultants on educational and architectural planning of all community junior college buildings.
10. Review accreditation reports and organize evaluation committees for applying standards of accreditation.
11. Check, analyze, and process applications for accreditation.
12. Compute the Minimum Foundation Program for each college.
13. Check, analyze, and recommend approval of budgets and financial statements.
14. Work with other agencies in all matters relating to community junior colleges (e.g., State Board of Nursing, Industrial Com-

mission, Educational Television Commission, University System [Board of Regents], etc.).

15. Conduct research on teacher utilization, building utilization, and related topics.
16. Request release of funds as authorized and as needed for individual colleges, maintaining accounting for these disbursements.
17. Interpret the community junior college program to lay, professional, and governmental groups.

It should be recognized that the State Director will need an appropriate staff to carry out all of these responsibilities. The analysis of that staff will be reserved for another study; suffice it to say at this point that Florida uses five other professional people on the state level staff in addition to the Director.

This summary of a single state is not intended to present an ideal structure. It does provide, however, an example of what may be found in one state. The historical development, the range of responsibilities, the legal assignments, the number of institutions, and the organizational structure will determine in great measure which activities any specific State Director will carry on. Further study will be needed to evaluate the importance of these activities, the extent to which they may impinge upon institutional integrity, and the guidelines for assessing quality.

SECTION III

Responsibilities and Compensation of State Directors of Community Junior Colleges

In the fall of 1968 a survey of responsibilities and compensation of state directors of community junior colleges was initiated by the American Association of Junior Colleges. The questionnaires were sent to each of the fifty states, and fifty replies were received.

The responses fell into three groups. The first group of twenty-three states had officials entirely concerned with activities directly related to two year colleges. The second group of twenty states had an official concerned with most of the responsibilities outlined on the questionnaire in addition to other responsibilities. The third group of seven states indicated that no one was specifically assigned responsibilities concerned with two year colleges at the state level.

Examination of the summary of responsibilities gives some profile of the scope of duties. For instance, in group I (those with full time responsibilities) the most common responsibilities are gathering data, establishing guidelines for evaluating operations, reviewing construction plans, and reviewing curriculum plans, and these functions are done by everyone. The least common responsibilities are evaluating credentials for presidents, approving construction plans, and approving budgets, yet these functions are done by more than two-thirds of the full time state directors.

As would be expected, the scope of responsibilities of officials with shared-time duties appears to be more restricted than for full time directors or coordinators. However, the duties that were least common for full time directors are in general also least common among shared-time officials, and vice versa. If frequency of assignments are ranked, in no case is there a change of more than two ranks between group I and group II.

In looking at salaries and benefits, attention is focused on full time two year college officials because there is no apparent pattern in the primary duty of officials with shared-time responsibilities in the two year college area. Respondents in group II range from chancellors of state university systems to directors of teacher education services in the State Department of Education, and range in salary from about $11,000 to $40,000. Emphasis in the analysis itself is placed on regional comparisons rather than correlations of salary with type of state coordinating or control structure, detailed function of the job, number of colleges in the system, or past experience of the incumbent.

The mean annual salary in group I is $21, 875. The median is $21,500. The range is from $13,596 to $30, 500. The average increase during the past year from previous annual salary was $1,372.

When states are ranked by salary and grouped according to arbitrary

regions*, the Pacific region states are all in the upper third of the salary ranking, North Central region states are polarized in the upper and lower quartiles, South Mountain states are divided between the upper middle and lower middle quartiles, the modal response of the East Coast states is in the middle third, and the modal response of South Central states is in the lower quartile.

Prevailing practice in regard to other employee benefits is shown on page 13. It is particularly interesting that the states with lower salaries do not appear to compensate with higher benefits. Of the fourteen states providing medical and hospital contributions, 57 per cent paid salaries above the mean; and of the five states making 100 per cent of the contribution, four paid salaries above the mean. Of the nine states making contributions to major medical coverage, 56 per cent pay salaries above the mean. Of the ten states contributing to life insurance, 60 per cent pay salaries above the median.

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* Regions are divided as follows:

East Coast:	Maine, New Hampshire, Vermont, Rhode Island, Connecticut, Massachusetts, New York, Pennsylvania, New Jersey, Maryland, Delaware, Virginia, West Virginia, North Carolina, South Carolina, Georgia, Florida;
North Central:	Ohio, Indiana, Illinois, Michigan, Wisconsin, Missouri, Kansas, Iowa, Nebraska, South Dakota, North Dakota, Minnesota;
South Central:	Kentucky, Tennessee, Alabama, Mississippi, Louisiana, Texas, Arkansas, Oklahoma;
Pacific:	California, Oregon, Washington, Alaska, Hawaii;
South Mountain:	Nevada, Utah, Colorado, Arizona, New Mexico;
North Mountain:	Montana, Idaho, Wyoming

The median contribution to retirement received is 6 per cent of basic salary. Of states contributing to retirement above the median, 43 per cent pay salaries above the mean. Put another way, the average contributions of states paying above the mean salary is about 6.3 per cent compared with 5.3 per cent by states paying below the mean salary.

Arrangements to permit time for consulting are mentioned in ten states. In seven of the ten cases the number of days provided is flexible, and where the time is specified the average number of days provided is eighteen days per year. In five cases, no time for consulting is allowed.

In seventeen cases or 74 per cent of the states of group I, transportation was provided either by a car being assigned (nine cases), a car being provided as required (four cases), or a car allowance being paid. In the remaining six cases, there is ambiguity as to whether a negative response was intended to mean that a car is not assigned to the director, or that a car is not provided as required.

RESPONSIBILITIES AND COMPENSATION FOR STATE DIRECTORS OF COMMUNITY JUNIOR COLLEGES

1. Responsibilities assigned:	Group I N-23 No.	%	Rank	Group II N-20 No.	%	Rank
a. Assist in the establishment of two year colleges	22	96	7-8	19	95	10
b. Gather and present data concerning two year colleges	23	100	9-12	20	100	11-12
c. Represent two year colleges before state committees	22	96	7-8	16	79	5-6
d. Assist in determining state plans for higher education	23	100	9-12	19	100	11-12
e. Establish guidelines and programming elements for evaluating operations and plans of two year colleges	23	100	9-12	18	95	9
f. Review construction plans of two year colleges	21	91	6	15	79	5-6
g Approve construction plans of two year colleges	16	70	2	9	47	1-2
h. Review curriculum plans of two year colleges	23	100	9-12	16	84	8
i. Approve curriculum plans of two year colleges	19	83	4	12	63	4
j. Review and evaluate the credentials of applicants for two year college presidencies	15	65	1	10	53	3
k. Review budgets of two year colleges	20	87	5	16	80	7
l. Approve budgets of two year colleges	17	74	3	9	47	1-2

2. Average of Annual Salaries (1968)

a. Mean	$ 21,875
b. Median	$ 21,500
c. Range of Salaries	$ 13,596 to $ 30,500

3. Average of Annual Salary Increases (1968-1967) ..... $ 1,372

4. Other Benefits Furnished:	No.	% of Group I	Median Contribution
a. State retirement	18 plans	78%	6%
b. TIAA and CREF	2 plans	9%	11%
c. Medical and Hospitalization	14 contribute	61%	Polarized around 50 & 100%
d. Major Medical	9 contribute	39%	Polarized around 50 & 100%
e. Life Insurance	10 contribute	44%	50%
f. Automobile provided	See Narrative		
g. House provided	1	4%	
h. Other annuities	1	4%	
i. Time for consultation	10 provide	44%	Flexible; see narrative

SECTION IV

State Directors
(As Designated By State Officials)

March, 1969

Alabama	Rudolph Davidson, Director Division of Research and Higher Education State Department of Education State Office Building Montgomery, Alabama 36104
Alaska	Arthur Buswell, Dean Division of Statewide Services University of Alaska College, Alaska 99735
Arizona	John T. Condon, Executive Director Arizona Junior College Board 1624 West Adams, Rm. No. 201 Phoenix, Arizona 85007
Arkansas	Olin Cook, Asst. Director Commission on Higher Educational Finance National Old Line Building Little Rock, Arkansas 72201
California	Sidney W. Brossman, Chancellor California Community Colleges 721 Capitol Mall Sacramento, California 95814
Colorado	Paul A. Elsner, State Director of Community Colleges Community Colleges Division State Board for Community Colleges and Occupational Education 207 State Services Building Denver, Colorado 80203

Connecticut	Bernard Shea, Executive Officer (Acting) Board of Trustees of Regional Community Colleges State of Connecticut One Niles Street Hartford, Connecticut 06105
	Lucian Lombardi, Director State Technical Colleges Department of Education P. O. Box 2219 Hartford, Connecticut 06115
Delaware	Paul K. Weatherly, Executive Director Delaware Technical and Community Colleges Box 897 Dover, Delaware 19901
Florida	Lee G. Henderson, Asst. Commissioner of Education Community Junior Colleges State Department of Education, 523K Tallahassee, Florida 32304
Georgia	Harry S. Downs, Asst. Vice Chancellor Regents of the University System of Georgia 244 Washington Street, S. W. Atlanta, Georgia 30334
Hawaii	Richard H. Kosaki, Vice President for Community Colleges University of Hawaii 2327 Dole Street Honolulu, Hawaii 96822
Idaho	Don Keith, Executive Director for Higher Education Idaho State Board of Education State Department of Education Boise, Idaho 83702
Illinois	Gerald W. Smith, Executive Secretary Illinois Junior College Board 544 Iles Park Place Springfield, Illinois 62706

Indiana	None
Iowa	William M. Baley, Asst. State Superintendent Area Schools Department of Public Instruction Grimes State Office Building Des Moines, Iowa 50319
Kansas	Carl L. Heinrich, State Director Community Junior Colleges State Department of Public Instruction 120 East 10th Street Topeka, Kansas 66612
Kentucky	Ellis F. Hartford, Dean Community College System University of Kentucky 305 Euclid Avenue Lexington, Kentucky 40506
Louisiana	None
Maine	None
Maryland	H. David Reese, Asst. Director in Certification and Accreditation State Department of Education State Office Building 301 West Preston Street Baltimore, Maryland 21201
Massachusetts	William G. Dwyer, President Massachusetts Board of Regional Community Colleges 141 Milk Street # 400 Boston, Massachusetts 02109
Michigan	Ardwin J. Dolio, Director Planning Division Bureau of Higher Education Department of Education P. O. Box 420 Lansing, Michigan 48902

Minnesota	Philip C. Helland, Chancellor (Sec.-Treas.) Administrative Offices Minnesota State Junior College System Capitol Square Buidling 550 Cedar Street St. Paul, Minnesota 55101
Mississippi	F. M. Fortenberry, Director Division of Junior Colleges State Department of Education Box 771 Jackson, Mississippi 39205
Missouri	James C. Browning, Director Junior College Education Division of Public Schools State Department of Education P. O. Box 480 Jefferson City, Missouri 65101
Montana	None
Nebraska	Roger H. Hanson Director of Teacher Education State Department of Education 411 South 13th Street # 202 Lincoln, Nebraska 68508
Nevada	None
New Hampshire	Charles J. Mitchell, Acting Director Post Secondary Vocational-Technical Education State Department of Education Stickney Avenue Concord, New Hampshire 03301
New Jersey	Edward Cohen, Director Division of Two-Year Colleges Department of Higher Education 225 West State Street P. O. Box 1293 Trenton, New Jersey 08625

New Mexico	None
New York	S. V. Martorana, Vice Chancellor for Community and Technical Colleges State University of New York 8 Thurlow Terrace Albany, New York 12224
North Carolina	I. Epps Ready, Director Department of Community Colleges State Board of Education Raleigh, North Carolina 27602
North Dakota	Kenneth E. Raschke, Commissioner State Board of Higher Education Bismarck, North Dakota 58501
Ohio	J. D. Millett, Chancellor Ohio Board of Regents 88 East Broad Street Columbus, Ohio 43215
Oklahoma	E. T. Dunlap, Chancellor State Regents for Higher Education State Capitol, P. O. Box 53383 Oklahoma City, Oklahoma 73105
Oregon	William G. Loomis, Asst. Superintendent Division of Community Colleges and Vocational Education State Department of Education 306 Public Service Building Salem, Oregon 97310
Pennsylvania	Louis W. Bender, Director Bureau of Community Colleges Commonwealth of Pennsylvania Department of Public Instruction Box 911 Harrisburg, Pennsylvania 17126

Rhode Island	William F. Flanagan, President State System of Junior Colleges, and President of Rhode Island Junior College 199 Promenade Street Providence, Rhode Island 02908
South Carolina	James A. Morris, Commissioner South Carolina Commission on Higher Education 1429 Senate Street Columbia, South Carolina 29201
South Dakota	None
Tennessee	George M. Roberts, Executive Dean Tennessee Community Colleges State Department of Education Nashville, Tennessee 37219
Texas	David L. Norton Junior College Program Director Coordinating Board Texas College and University System Sam Houston Building 201 East 14th Street Austin, Texas 78701
Utah	Jay J. Campbell, Deputy Superintendent Post High School Services Utah State Board of Education 1400 University Club Building 136 East South Temple Salt Lake City, Utah 84117
Vermont	Robert B. Vail Division of Professional Services State Department of Education Montpelier, Vermont 05602
Virginia	Dana B. Hamel, Chancellor Virginia Community College System 911 East Broad Street Richmond, Virginia 23212

Washington	Albert A. Canfield, Director State Board for Community College Education P. O. Box 1666 Olympia, Washington 98501
West Virginia	Leslie L. Martin West Virginia Board of Education W-103 Capitol Building Charleston, West Virginia 25305
Wisconsin	L. H. Adolfson, Chancellor University Center System The University of Wisconsin 602 State Street Madison, Wisconsin 53706 Clarence L. Greiber, State Director Board of Vocational, Technical and Adult Education 137 East Wilson Street Madison, Wisconsin 53703
Wyoming	Donald H. Hall, Coordinator Wyoming Community College Commission University Station, Box 3274 Laramie, Wyoming 82070
Puerto Rico	Jaime Benitez, Chancellor University of Puerto Rico Rio Piedras, Puerto Rico

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